BRITISH COLUMBIA PLACE

A PROPOSED CITY RESPONSE

CITY OF VANCOUVER

AUGUST 8, 1983

Minor Statistical Corrections

August 22, 1983

31

MANAGER'S REPORT

1983 08 22

TO: Vancouver City Council

SUBJECT: B.C. Place—Summary of Workshop Held August 10th and 11th, 1983

CLASSIFICATION: RECOMMENDATION

The City Manager reports as follows:

"The attached staff report was submitted to Vancouver City Council "in-camera" on August 9, 1983, in preparation for a workshop with B.C. Place officials. Council received the report, and passed the following motion:

'THAT Council forward the attached document to B.C. Place staff and Board, noting this reflects the advice of City staff and has not been adopted as policy by City Council, and certainly is not a negotiating document. City Council's position will be determined following a formal Public Hearing.'

On August 10th and 11th, City Council and staff met with the B.C. Place executive and staff to discuss issues related to the proposed B.C. Place development, and to discuss an approach for implementation of the project. The full B.C. Place Board of Directors was invited to attend but declined to do so. After the workshop sessions, minor corrections were made to the staff report and it was prepared for release to the public, as attached.

The purpose of this report is to summarize the substantial and important issues which remain. However, as we deal with the remaining disagreements, it is important to remember the progress that has been made to date. The stadium is built, is working well, and is a source of pride to Vancouver's citizens. A road system has been agreed to, designed and built. Sewer and water services are substantially installed. Construction has begun on a new north end to the Cambie Bridge, cost-shared by the City and B.C. Place. Differences about landfill in False Creek, the creation of a series of islands, and the reconfiguration of the shoreline have been resolved. The general layout of the site and distribution of land uses have been largely agreed upon, with only one or two exceptions.

In an attempt to achieve a mutally acceptable overall development and a reasonable return to B.C. Place, City staff have substantially modified their position in various areas, making trade-offs and compromises as necessary. B.C. Place has agreed to reconsider certain design features of their proposals. Nevertheless, some fundamental disagreements remain.

Housing for Families

Both B.C. Place and City staff agree that it is inevitable that some families with school age children will live in B.C. Place. However, there is a fundamental philosophical disagreement on the method of accommodating these families. B.C. Place has stated they would be designing all neighbourhoods with some ground-oriented units that families could live in if

they chose to do so. The Western Neighbourhood, identified by B.C. Place as the area with the highest proportion of family units, has a proposed net density of 220 units per acre. City staff argue that two residential enclaves should be designed specifically to provide a family-oriented environment, i.e. lower average densities (110 units per acre) and a higher proportion of units for families (60 percent). Some non-family households (40 percent) could also live in these areas.

Residential Densities

Based on known experience in Vancouver and elsewhere, City staff suggest an average of 110 units per net acre for family enclaves, and 160 units per acre (net) average for non-family areas. B.C. Place remain firm on proposed average net residential densities of 214 units per acre.

Non-Market Housing

There remains disagreement on the amount and type of non-market housing. City staff seek 2,500 non-market units (1,000 for families, 1,000 non-families, 500 seniors) out of a total of approximately 8,500 units (29 percent). The Minister responsible for B.C. Place has stated that "in general, B.C. Place should let the free market determine the housing mix", but he "is prepared to accept...up to fifteen percent of the housing... at lower than market prices...(primarily) for our senior and special needs citizens." (15 percent of an overall target of approximately 11,750, yields 1,760 non-market units, of which 70 percent or about 1,230 are apparently intended for seniors and special needs citizens.) B.C. Place has also tabled a mortgage interest deferral scheme.

New Office Space

City staff suggest modifying their earlier position to allow up to 6.5 million square feet of commercial space (4.5 million office) with densities up to 5.0 FSR, as part of a total package where the City's residential and parks objectives were met. B.C. Place seek over 8 million square feet of commercial development (5.75 million office), and reject a 5.0 FSR limit on densities, particularly in the Apex site.

Parks

There is still disagreement on the acceptability of some of the specific land parcels to be dedicated to the City, and the City staff's one acre minimum size of sub-neighbourhood parks. There is a need to revise the shape and design of the proposed Western Neighbourhood Park, to try to meet both B.C. Place's objective of views through the park from their Yaletown development, and the City's objective of a more open, water-oriented park including extension onto the proposed "island".

Urban Design

City staff are concerned with the impact of B.C. Place's proposed number, height and location of buildings, particularly highrises, on (a) views of the downtown and mountain backdrop, and (b) on the amount and usability of private and public open space. City staff were also concerned the the waterfront become a public place which is distinct, visible and easily

accessible. B.C. Place agreed to look at the possibility of moving their proposed highrise towers back only from the water's edge.

Development Approval Process

City staff propose ways to respond to the special needs of B.C. Place and include B.C. Place staff in the technical review stage of the development approval process, while retaining the City's decision making process. B.C. Place seek to alter the development approval process to provide a significant role for B.C. Place on the decision making body. City staff are continuing to work with B.C. Place to review as many issues as possible and a workshop on the development approval process is scheduled for August 29, at 2:00 p.m. in No 1 Meeting Room, Robson Square."

The City Manager RECOMMENDS that this report be received for information and that this Manager's report and the attached staff report (revised) be made available to the public.

BRITISH COLUMBIA PLACE
A PROPOSED CITY RESPONSE

This report contains the recommendations of City staff in preparation for a City/B.C. Place Workshop. It has not been approved by Council and is not City policy.

This material was prepared by a team of City staff drawn from a number of Departments, under the general direction of Deputy City Manager, K.F. Dobell and Department Heads.

City Planning: Dan Cornejo, Team Co-ordinator
Antonieta Surawski
Rob Whitlock

Social Planning: Eunice Mak

Park Board: Pieter Rutgers

Finance: Pat Wolfe

City of Vancouver, B. C.

August 8, 1983
Minor Statistical Corrections
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INTRODUCTION

In February 1982 B.C. Place presented a draft Concept Plan (Report No. 2) for the development of their lands on the north shore of False Creek. The City responded formally with a Council-adopted position paper: Development Objectives for B.C. Place - May 1982. And in June, following joint publication of an Issues Paper and a series of public meetings jointly sponsored by the City and B.C. Place, B.C. Place decided to re-consider their concept and hired architects Arthur Erickson and Rod Friedman to review and re-design their proposed development.

In March of 1983 B.C. Place presented Report No. 3, a broadsheet highlighting the revised concept plan. Mayor Harcourt wrote to Gil Hardman, President of B.C. Place Corp. Ltd., and outlined the following items which he perceived to be Council's major concerns with the revised scheme:

1) the provision of family housing
2) the livability of the proposed residential development
3) the provision of non-market housing
4) the density of commercial development
5) the amount of park space provided, and in particular, the provision of an adequate western park
6) the impacts of the development on adjacent properties in terms of dislocation of people, views, traffic and demand for public services.

Beginning on June 16, 1983, B.C. Place has been making bi-weekly presentations to the City on their various background and impact studies, site-wide planning analysis, area planning and design development work. Taken together these documents are intended by B.C. Place to form their Overall Development Framework (ODF). According to B.C. Place's scheduling, they will complete their presentations on August 25.

City staff have been reviewing these documents, and following B.C. Place presentation on July 28 of their development statistics, began preparation of briefing material for Council on the outstanding issues.

This report provides an overall response to the B.C. Place development proposal. Staff have looked at each element of the proposals carefully, but have emphasized a "packaged" response which includes significant trade-offs to achieve an acceptable overall development, including providing a reasonable return to B.C. Place. From the staff perspective, the recommended position in this report is a bottom line, not a basis for further compromise.

In evaluating positions it is important to obtain a common basis for comparisons. For example, in parcelling land to define development sites, B.C. Place appear to have included land under bridges and viaducts, parts of the seawall walkway, part of the

pedestrian access plazas to the stadium, part of certain roads and future laneways. However this is resolved in terms of legal parcels, we felt it necessary to define more usual net development site parcels so that, for example, net density figures could be compared with known existing examples.

Residential Livability

Staff believe the City should, on the one hand, agree to average non-family residential densities higher than existing West End development. However, the City should also strive for a reduction in overall densities to provide flexibility to ameliorate potential livability problems.

The City's original position was 110 units per acre average (150 u.p.a. maximum). We now recommend 110 units per acre average for the family residential areas and an average of 160 units per acre average for non-family residential areas.

What this means in terms of total residential development is 8551 units (1224 family, 7327 non-family) on 59 acres for an average density of 144 units per net acre (approx. 6.8 million sq. ft. at 2.64 FSR). Assuming 1.7 persons per unit, this means an expected residential population of 14,536.

We are recommending 1500 family units, with 1200 being located between Granville Bridge and the Roundhouse. This is the minimum to ensure efficient delivery of needed services.

With respect to non-market housing we are recommending a minimum of 1000 family units, 1000 non-family units and 500 seniors and disabled.

Commercial Development

As part of an overall settlement which might see the City's objectives in housing and parks better met, a compromise is recommended which would permit B.C. Place to develop 6.6 million sq. ft. of commercial development: 4.6 million sq. ft. of office, 1 million sq. ft. of hotel, and 1 million sq. ft. of dispersed retail.

Parks and Open Space

Staff still believe that the City's level of service of 3.1 acres of park per 1000 population should be required. This means that 45 acres of parks for 14,500 residents (the City's revised residential population target) will be required. A number of specific changes to the major Western Neighbourhood Park are recommended to consolidate the various parcels as they appear on B.C. Place's revised concept, and to bring the park into closer association with the False Creek water body. Specific recommendations to improve the Children's Park serving the family enclave east of the Granville Bridge and other sub-neighbourhood parks are also made.

Urban Design

Because B.C. Place's proposed massing and location of buildings obstructs panoramic views and casts shadows which affect overall livability and use of public area, staff are recommending a reduction in the number of high rises, relocation of high rises generally away from the waterfront, and a reduction in overall residential densities.

In order to improve the affect of B.C. Place's proposals on the apparent size of False Creek and its potential for public use, we are recommending elimination of the proposed moorage adjacent to the "island", no high rises on the water side of the waterfront, acceptance of only 1 - 2 storey buildings on the water side of the seawall walkway (and then only occasionally for a publicly-oriented use), reducing the height of all buildings near the waterfront, and re-iteration of our requirement of a minimum 25 ft. wide public seawall walkway.

Development Approval Process

Staff are recommending that the present system of zoning, ODP's and ADP's, and their method of implementation be adhered to. No changes to the Development Permit Board are recommended.

However, in recognition of the scale of the B.C. Place development proposals, the following changes to the present administrative procedures to assist B.C. Place within the framework of the present process are recommended:

(a) the addition of one or two professional/technical "processing" staff to respond to B.C. Place's initiatives and identify City objectives at an early stage in the development permit approval process, and

(b) the expansion of the Development Permit Staff Committee to include a B.C. Place staff member for development permit applications on B.C. Place lands.

Development Economics

City staff have analyzed the project economics incorporating all front end costs indentified by B.C. Place which include the stadium, the Provincial Park, seawall, site services, land, etc. The analysis assumed two revenue projections, one based on B.C. Place's Report No. 3 issued in March 1983, and a second one on the City's proposal of May, 1982. It is concluded that B.C. Place does have economic room to bargain in. The City should not get sidetracked from seeking reasonable solutions to broader issues for fear that the economics somehow won't work with some compromise in density and community mix.

Conclusion

Staff recognize it may be possible to allow certain differences on the issues to remain unresolved in those areas to be developed after Expo. However, it is important to resolve now not only the pre-Expo development, but also as many differences in the Overall Development Framework as possible as these may well guide the City's response to the detailed sub-area plans. Whatever degree of precision is agreed upon in the formal O.D.F. document, the directions must be clear.

RESIDENTIAL LIVABILITY

In its simplest terms, a "livable" environment is one which has the stability, safety and attractions that would make people want to live there. The B.C. Place development is a unique opportunity to create a vibrant downtown residential community for people who appreciate the stimulation of an urban area and the opportunity it presents to take maximum advantage of the various services and activities the city has to offer.

But there is a delicate balance, and several factors can influence livability. The density of people and buildings is basic to its livability. We need a population at B.C. Place large enough, both to provide the excitement and stimulation that is one of the attractions of city living, and to make the most efficient use of city services - from transit to cultural activities. But too many people and buildings can turn an otherwise exciting environment into an oppressive one. While a large number and variety of buildings are visually stimulating, too many reduce the amount of available sunlight and block views. While a high-density population creates healthy social interaction, too many people can result in noise and congestion.

Problems associated with high density can be alleviated, to a certain extent, through good urban design. But there comes a point when the sheer volume of buildings and numbers of people overwhelms the ameliorative possibilities of design. We believe B.C. Place has reached this point. While we support residential densities at B.C. Place that are higher than anywhere else in Vancouver, our idea has been to create a variety of places with 3 to 6 storey buildings interspersed with well-spaced and sensibly located high rise towers. However, B.C. Place's proposal consists of 4 to 13 storey buildings interspersed with higher, not well located towers, at more than 50% higher density than the West End. We don't believe this will be a healthy or pleasant environment for the range of singles, couples and families who will live there.

Though a scientifically acceptable method has not been developed to prove this case, it is generally concluded that a diverse community, with a mix of life-styles and income groups, is more likely to produce a healthy and happy place than one where households of certain types are concentrated separately from others.

The presence of families in B.C. Place is inevitable. Families need housing; and housing developments need families. They are crucial to the stability of a community. Families contribute intangible qualities of normalcy, rootedness and routine that create increased stability and contentment in a community. Children going off to school in the morning, or playing in the afternoon, create a rhythm of daily activity that provides a common reference point for all residents.

Families promote greater social interaction and cohesion in communities. For example, the presence of children has a tendency to

increase the sense of shared responsibility among adults to create a safe, healthy environment for all residents. Also, children are born mixers, and the friendships they form with other children frequently stimulate the formation of friendships among their parents.

We want to provide a balanced, viable community at B.C. Place. We can best achieve that goal by providing appropriate and acceptable housing for families.

In addition to providing housing for families, B.C. Place should provide housing opportunities for all income levels. As B.C. Place develops, with its office towers, residential communities and related services, it will become a microcosm of the City itself, and should therefore reflect the philosophy that governs development policies in the City as a whole. B.C. Place's "market-oriented" development philosophy will result in housing opportunities which exclude most of the downtown working population.

We believe provision must be made to allow downtown workers to live at B.C. Place. It's logical and efficient to have people live close to employment centres and services. Further, we believe that families, singles, couples and senior citizens of all income ranges should share in the housing opportunities presented by B.C. Place, and that only by including these groups can we promote the development of a truly exciting, stable and livable community.

ISSUE: RESIDENTIAL LIVABILITY WILL BE DIFFICULT TO ACHIEVE AT PROPOSED HIGH DENSITIES

FACTS

- False Creek South averages 55 - 60 units per net acre, with an average floor space ratio of 1.42 .
- Existing West End residential development averages about 140 units per net acre. Permitted densities in the West End zoning range from 70 to 140 units per net acre, with a range in permitted floor space ratios of 1.5 to 3.00.
- The proposed development will generate a residential environment substantially more dense than that of Vancouver's West End.
- B.C. Place have not demonstrated the impacts of their high density development proposals on livability.

B.C. PLACE POSITION

- In 1981, B.C. Place proposed 10,900 - 13,395 units on 88 - 95 acres for an average density of 123 -141 units per net acre.
- In 1982, B.C. Place proposed 10 - 12,000 units on 80 acres, with an average density of 125 - 150 units per net acre.
- In 1983 B.C. Place has proposed in their Overall Development Framework (blue binders), 9.8 million square feet of residential development, comprising 11,752 units, on approximately 55 acres. This works out at an average density of 4.1 FSR, 214 units per net acre, (note, however, our earlier comment about parcel definitions which suggest these densities would be higher on a parcel definition comparable to that normally used by City staff).

PRESENT CITY POSITION

- In 1982 the City stated that as much housing as possible should be provided in B.C. Place as long as livability was assured for the variety of household types who would live there.
- The City proposed 7500 - 8000+ units on 72 acres, with an average density of 110 units per net acre.
- Densities for families with children should not exceed 40 - 50 units per net acre; densities for non-families should not exceed 150 units per net acre.

RECOMMENDED CITY POSITION

- The City should not accept B.C. Place's proposed densities because they can be expected to result in:

  - overcrowding of buildings, lack of privacy and usability of private indoor/outdoor amenity areas, i.e. windows, balconies, rooftop gardens, decks, etc.

  - high rises around very small courtyards and the waterfront, casting shadows and blocking outward views.

  - building locations, massing and heights which create negative wind conditions on streets, on the waterfront, in courtyards, parks and other public areas.

- The City should require a reduction in overall densities to provide the opportunity and flexibility to ameliorate potential problems through urban design.

- The City could accept an average 160 u.p.a. for non-family areas and an average 110 u.p.a. for the family enclaves, assuming a 60% family component in these enclaves). This would mean 8551 units on 59 acres, approximately 6.8 million square feet at an average 2.64 F.S.R.

- B.C. Place should clearly demonstrate impacts on residential livability during the ADP/Neighbourhood Zoning stage. Detailed proposals for the residential enclaves and site planning/urban design considerations should include:

  - application of light and privacy standards for individual units and private/semi-private circulation and amenity areas;

  - wind, shadow and view analysis for streets, parks and other public areas.

ISSUE: FAMILIES WITH CHILDREN NEED A NEIGHBOURHOOD ENVIRONMENT SPECIFICALLY DESIGNED TO ACCOMMODATE THEM

FACTS

- In 1981 families comprised 32.6% of all households in Vancouver and 6.6% in the West End.
- The School Board projects that the presence of 1500 - 2000 families will require an elementary school, and possibly an annex.
- Spruce Neighbourhood in South False Creek has 75.0% family units and a net average density of 37.5 units per acre.
- Alder Bay Neighbourhood in South False Creek has 30.0% family units and a net average density of 70.1 units per acre.
- The St. Lawrence development, a new neighbourhood in downtown Toronto, publicly owned and developed, has approximately 50% family units and a net average density of 110 units per acre.

B.C. PLACE POSITION

- B.C. Place's original position was that no families would be accommodated, other than those who chose to live in a high density non-family environment. However, the 1982 "Development Concept" included a proposal for 15% family units (1800) out of a total 10 - 12,000 units. In 1983, in the Overall Development Framework documents, B.C. Place states they plan to provide 15% of 11,752 units, or 1763 family units.
- B.C. Place has never stated its preferred density for families. However, their development statistics imply a net average density for the whole site of 214 units per acre. The Western Neighbourhood where they state most of the families will live is planned for a density of 220 units per net acre, with floor space ratios of 3.0 to 5.0. (again using B.C. Place parcel definition). This area is also planned to contain a school, a sub-neighbourhood park designed for children, and is adjacent to the major Western Park and Roundhouse Community Centre.
- B.C. Place proposes to accommodate the majority of families in the lower floors of buildings containing up to 12 storeys.

PRESENT CITY POSITION

- In 1981 the Council-adopted planning principles for B.C. Place stated the following: "To ensure that the development of this

publicly-owned land responds to the City's most pressing housing needs, a significant portion of the units should be for non-market housing and for housing for families with children."

- In 1982 the City proposed 2000 (25%) family units, 1600 of which would be non-market. Densities for family units were not to exceed 40 - 50 units per acre, although these areas could also include non-family units.

- The western residential area between Granville and Cambie bridges was seen as the most suitable for families. Family units were defined as having 2 or more bedrooms, located within 3 floors of ground level and in a neighbourhood which includes, or is near to, community facilities such as a school and public parks.

RECOMMENDED CITY POSITION

- The City could accept a reduction of family units to 1500 provided that all essential social services and community facilities are in place as they are required. Provision of 1500 family units is considered to be an absolute minimum to ensure efficient delivery of needed services. Otherwise, costs will be relatively high, or services will be inadequate. It should be emphasized that, like the West End, some families will reside at B.C. Place regardless of whether the environment is suitable for their needs. It is important, therefore, that provisions for families be made at the outset to ensure the neighbourhood environment is appropriate for families.

- The City could accept a net average density of up to 110 units per acre for the family neighbourhoods with at least 60% of the units for families, similar to Toronto's St. Lawrence area. The 60% requirement is important because the family areas must be easily identified as neighbourhoods catering to families with school age children, and not be dominated by others with totally different lifestyles.

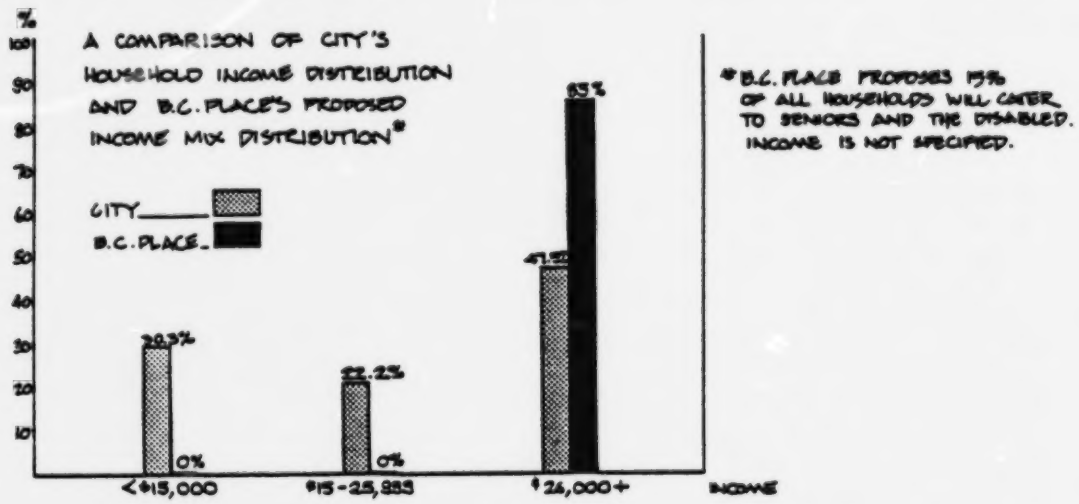
- The City could accept 1200 family units being provided in the area south of Pacific Boulevard between Granville Bridge and the Roundhouse. This would be the primary family neighbourhood containing two separate family enclaves. The family units could be located in the lower four floors of a building provided that the buildings are oriented away from traffic arterials and facing a communal outdoor play space. Higher buildings could be located on the perimeter of these enclaves. An additional 300 or more family units could be provided elsewhere in the development when the need and opportunity arise.

ISSUE: MIDDLE AND UPPER INCOME HOUSEHOLDS WILL BE ABLE TO AFFORD TO LIVE IN B.C. PLACE. WHAT ABOUT THE LESS AFFLUENT?

FACTS

- The 1981 Census indicates the following incomes for Vancouver households:

	lower third	middle third	upper third
Singles	under $6000	$6000-14,999	$15,000+
Couples	under $15,000	$15,000-29,999	$30,000+
Families	under $20,000	$20,000-34,999	$35,000+



- The latest Statistics Canada monthly survey of employment earnings by industry conducted in January, 1983 revealed that retail workers such as sales clerks and cashiers have an annual salary of approximately $15,000 and workers in the service industry make in the vicinity of $10,000 per year.

- In 1981, it was estimated that 95,000 workers were employed in the downtown core and 6,000 in the West End. The resident to worker ratio in the downtown is 2.3 at present.

- The City's social mix objective for South False Creek is 1/3 of each income category. Over 60% of all housing in South False Creek and Champlain Heights is non-market.

- A recent study of all non-market housing developed on City-owned properties indicates that more than 85% of the residents is below Statistics Canada definition of poverty level.

- In Vancouver, increases in shelter costs have exceeded that of earnings and the discrepancy appears to have widened in recent years. In 1982 shelter costs went up by 10.6% whereas average salaries only increased by 8.5%

- Private enterprise benefits from construction of non-market housing. Jobs are generated. The market sector builds and provides mortgages for non-market units. Marketing costs are reduced since developers have a guaranteed sale to a non-market sponsor.

- The non-market program increases the effective demand of households otherwise unable to afford market units.

B.C. PLACE POSITION

- In 1982 B.C. Place proposed the following income mix:
  - 10% of all units would be for those earning more than $55,000 per year
  - 75% of all units would be for those earning between $26,000 and $55,000
  - 15% of all units would be non-market, mainly for seniors and the disabled

- In 1982 B.C. Place also proposed an "Off-site Housing Fund" as a possible replacement for part of the 15% non-market housing on-site.

- In 1982 and again in 1983 B.C. Place announced a proposal for a mortgage assistance program (MIDSAL) for the "low or average" ($26,000 - $55,000) home buyers at B.C. Place. However, besides stating that the "program will be self-funding, and is aimed at limiting the cost of monthly payments to 25% of household income," B.C. Place has not made available to the City any other details.

- In 1983, the Overall Development Framework "statistical assumptions" indicate that non-market would consititute 15% of the first 10,000 units and 50% of the remaining units at B.C. Place. Staff have calculated that this could mean up to 2376 units if B.C. Place were to achieve their 11,752 total unit target. The "statistical assumptions" also state that 70% (1663) of all non-market housing would be for seniors.

PRESENT CITY POSITION

- In 1981 Council adopted a planning principle for B.C. Place that "a major portion of the site should be developed for housing persons of all incomes and all types of households."

- In 1982 the City proposed that a majority of the units should serve the middle income Downtown labour force to reduce commuting costs and to provide a stable population base Downtown.

Non-market housing should total 40% or 3100 units:

- 1600 non-market units for families , of which at least 1000 should be non-profit rental
- 1000 non-market units for singles and couples
- 500 plus non-market units for elderly, disabled and those with special needs

- The City has indicated that "market-assisted" housing, such as that provided through a mortgage assistance program, is desirable but not sufficient as it gives no assurance of a continuing stock of affordable housing.

RECOMMENDED CITY POSITION

- The City should not accept B.C. Place's proposed social mix objectives because, with the exception of seniors, these objectives do not respond to the housing needs of over 50% of Vancouver's households, who have incomes less than $25,000. Many of these people are downtown workers.

- The City could reduce its non-market family housing requirement from 1600 to 1000 units provided that at least 1500 family units (market and non-market) can be developed. There is a high demand for housing close to the downtown, particularly for the low income families whose primary wage earners are downtown workers. The requirement for 1000 non-market family units will satisfy only a small portion of that demand.

- The City should not accept less than 1000 non-market units for singles and couples, and 500 non-market units for seniors. The current B.C. Place proposal that seniors housing be 70% of all non-market development is simply too high a proportion and does not reflect the City's objective of housing modest income employees close to work.

- The City has received limited details on the proposed "Off-site Housing Fund." The proposal does not appear to assist the primary City objective of providing housing for all income levels on site. At best the proposal could be of some assistance in providing replacement housing for the 900 low income people who may be displaced from surrounding neighbourhoods (as projected by B.C. Place's impact analysis consultants).

- The proposed mortgage assistance program (MIDSAL) does not address the needs of low income residents in Vancouver because it would cater to the high-middle and upper income home buyers only. This proposed program would need to be revised and further discussion would be needed to consider this program as a contributor to the non-market housing objectives of the City.

- The City recommends that B.C. Place facilitate partnerships between private enterprise, government, and non-market sponsors in the design, construction, and financing of non-market housing.

COMMERCIAL DEVELOPMENT

Vancouver is a growing city, a major financial centre uniquely located to take advantage of Canada's economic relations with countries bordering the Pacific. Office space development is one of the keys to Vancouver's growth. With it come people and prosperity in the downtown, which result in commercial and recreational facilities and street activity which together supply the city its vitality.

B.C. Place seek to add to this vitality and prosperity, and can do so by developing their commercial, office and retail space with character yet fitting into the existing downtown.

We must approach this addition with a strong sense of realism. We must take account of the fact that our existing zoned capacity for commercial development already outstrips our capacity to house or transport people in an efficient manner. This presents problems that will take time to solve--as our experience in getting our first transit line has shown. Yet we know that providing additional supplies of zoned, assembled, cleared and serviced land will surely accelerate the rate of growth. The problems get bigger faster, and we have less time to find more expensive solutions.

We also have a responsibility to our neighbouring municipalities. They too seek to create their own downtowns, their own civic centres. It is difficult for anyone to be very specific about the relationship between downtown growth and the growth of suburban centres. Yet, from the observations of such real estate companies as A.E. Lepage as well as from urban economists, we know there are some firms who can and do choose between a downtown and suburban location depending on the relative state of the market. If the city grabs too much growth, we not only compound our own problems but also help forestall the opportunities and ambitions of our neighbouring communities.

It is the City's responsibility to ensure that B.C. Place can have a viable level of commercial office development but does not unduly exacerbate our growth problems or unduly frustrate the ambitions of the region.

ISSUE: THE SCALE OF OFFICE DEVELOPMENT MAKES OUR GROWTH PROBLEMS WORSE

FACTS

- There are more than 18 million square feet of office space in Downtown Vancouver. This is more than double the amount existing in 1967.
- The office development potential in the Downtown and Broadway under current zoning is about 70 million square feet. (175 Scotia Tower buildings).
- The number of office jobs in the downtown peninsula has increased from 50,000 in 1971 to 71,000 in 1981. Office jobs constituted barely half of downtown employment in the early seventies; it now makes up almost two thirds.
- Since 1967 the average growth in office space has been 600,000 square feet per year. However, recently the trend has been towards accelerating rates of growth. Projected growth rates show Downtown office space at least doubling, possibly tripling in the next 20 to 25 years.
- If Downtown Vancouver redevelops to its current zoning limit, there could be in excess of 250,000 people working downtown. Currently there are a little over 100,000.
- In the last ten years, there have been 10 million square feet of office space developed in Vancouver, 6.5 million square feet in the suburban municipalities, of which between 1 and 1.5 million were in the four designated town centres (Burnaby, Coquitlam, New Westminster, Surrey).

B.C. PLACE POSITION

- In January, 1981, B.C. Place's land use input to the transportation study suggested 6 million square feet, distributed as follows:

Granville Slopes	500,000 square feet
Cambie Bridgehead	500,000 square feet (or hotel)
Apex Site	Up to 2.5 m. square feet
North of Dunsmuir	Up to 2 m. square feet
Unspecified	500,000 square feet

- In 1982 (in Report No. 2) B.C. Place proposed 7.7 million square feet of office, commercial and local service space on 30 acres of land, including 7 million square feet of office space.

Zoning on only 19.3 acres was sought (Apex, Stadium and Cambie

Bridgehead areas), leaving 11.1 acres (north of Dunsmuir) as "Future Urban." 3.3 million square feet of office and commercial zoning was sought, to be developed pre-Expo, with the remaining 4.4 million square feet to be zoned and developed after Expo "depending on City needs, growth and urban policies."

- In 1983 (in Report No. 3) B.C. Place proposed 7.75 million square feet of office commercial, mixed-use commercial and hotel on an unspecified amount of land.

  Building would be "on a phased-in basis as market conditions dictate." Densities at "5 FSR to 7 FSR" in the "commercial areas around the Stadium" were proposed.

- More recently in 1983, in the Overall Development Framework (blue binders), B.C. Place is proposing 8.04 million square feet of commercial, of which 5.79 is office, 1.06 is retail and 1.19 is hotel.

  Except for 34,579 square feet of office proposed for the Roundhouse area, all of the office development is intended for the Cambie Bridgehead, Stadium, Apex and Dunsmuir areas, at overall commercial densities (according to City staff measurements) ranging from 5.0 - 7.0 FSR.

PRESENT CITY POSITION

- In the Council Adopted Principles of February, 1981, preference is expressed for residential development over office or commercial uses.

- In May, 1982, Council adopted development objectives calling for:

  - Up to 2.5 m. sq. ft. office between Dunsmuir and Nelson, and up to .5 m. sq. ft. office elsewhere.
  - Densities not to exceed those permitted in adjacent areas.
  - Hotels to be permitted in commercial areas, no limit specified.
  - No reserve on a decision on Future Urban site (north of Dunsmuir)--designate now for primarily residential with limited commercial (including office).

RECOMMENDED CITY POSITION

- The City cannot accept B.C. Place's contention that none of the proposed office space is 'new'.

  Therefore, the City must be concerned about the impacts on the City of office component in B.C. Place's proposal. Nor can the City ignore the concerns of the surrounding municipalities and the G.V.R.D. about the impacts on their community plans, particularly the town centres.

- However, it is recognized that these arguments must be based on interpretation and judgment and are not subject to precise factual resolution. Therefore, as part of an overall settlement which might see the City's objectives in housing and parks better met, the City could compromise along the following lines:

  a) Agree to an increase in the commercial development potential to a limit of 6.6 million sq. ft. made up of approx. 4.6 million sq. ft. of office, 1 million sq. ft. of hotel, and 1 million sq. ft. of dispersed retail.

  b) The 6.6 million sq. ft. figure is based on an average zoning density of:

  - 5.0 FSR for the Cambie Bridgehead, the Stadium District, the Commercial Centre (Viaducts) site, and a 1.5 ac. parcel north of Dunsmuir associated with the ALRT Station. 3.5 FSR for the hotel site east of the B.C. Place Provincial Park.

  - 1.0 to 1.5 FSR for the primarily local retail/office/restaurant uses serving the residential neighbourhoods (to be located in the bottom few floors of buildings also containing residential units above).

PARKS AND OPEN SPACE

B.C. Place will offer an excellent opportunity to add unique parks and waterfront experiences to Vancouver's highly-valued system of parks and public open space.

Vancouver's parks are valued so highly because they contrast with the built environment and offer something for everyone. The variety of Vancouver's parks provides fine places to sit, to walk, to look out at our scenery or to engage in active recreation or sports.

If the right parks are located in the right places in north False Creek, immense pleasure can be provided to both B.C. Place residents and visitors to the new neighbourhoods being planned.

A minimum amount of open spaces is obviously important to the well-being of a community and the amenity of the City, and especially so when densities are high. In a dense urban centre, where space is at a premium, maximum use has to be made of it. The Park Board, which has been planning developing and managing our parks for close to a century, has found that actual acreages do matter, and that if not set aside or acquired early in the development of a community, can be so costly and disruptive to acquire later as to be impossible.

While B.C. Place are making good provision of spaces for some activities, they are not providing adequately for certain other equally important park functions. In some cases they are missing opportunities for making better use of the open space they intend to provide. For example, on the one hand the planned waterfront walkway, the Chinatown/False Creek link and other open space linkages give ample opportunities for sitting, relaxing and viewing the urban built and natural environment and marine activities. However, on the other hand, within the new neighbourhoods to be developed there is a need for much more opportunity for informal play, visual relief and contrast to the high density high rise residential environment. Much better use could be made of the space planned for the Western Neighbourhood Park were it consolidated and re-configured to exploit the sense of openness the False Creek water body provides.

We can achieve beautiful and well-used parks and open spaces in B.C. Place, assets that truly serve local residents and visitors as well. But to do this, a number of important and specific changes need to be made to the proposals made by B.C. Place.

ISSUE: THE TOTAL AMOUNT OF PARKLAND IS INSUFFICIENT, AND THE SIZE AND SHAPE OF INDIVIDUAL PARKS IS INADEQUATE TO MEET THE NEEDS OF RESIDENTS AND VISITORS

FACTS

- Current average service level of neighbourhood park space in Vancouver is 2.7 acres/1,000 (1.1 ha).
- When schoolyards which provide considerable active recreation are included, the average neighbourhood park/open space provision increases to 3.65 acres/1,000 (1.48 ha).
- The average city resident also has access to backyards.
- Within the West End there is a total of only 10 acres (4.17 ha) of park, or .27 acres/1,000. The area's open space needs are partially met by two school grounds which offer active recreation and the large City-wide parks on the perimeter (English Bay, Sunset Beach, and Stanley Park) which also function as neighbourhood parks. When portions of these perimeter areas are included the West End has 3.11 acres/1,000 (1.26 ha).
- Close to 40 percent of Vancouverites use neighbourhood parks more than once a week. Neighbourhood park users indicated that walking (24.1 percent), unorganized sports (i.e. playing catch, throwing frisbee)(19.3 percent), and sitting/relaxing (9.8 percent) were the most important activities.
- About 60 percent of Vancouver's neighbourhood parkspace is devoted to passive park uses.
- Larger parks are more adaptable to future changes in population and recreation needs than are smaller parks.
- Wind patterns and shadows created by high rise buildings often have a negative effect on adjacent park use.

B.C. PLACE POSITION

- 50 acres (20.2 ha) of "dedicated public open space" for a population of 20,000, or 2.50 acres (1.01 ha) per 1,000.
- "Dedicated Public Open Space" is intended to comprise 37.4 acres (15.1 ha) of residential neighbourhood park spaces and a seawall walkway. (Review by City staff produces less, however.) The balance is made up of commercial plazas, a school yard, landscaped service vehicle access roads, and traffic islands.

- Park requirements are to be met based on a program developed from an analysis of future resident needs. The City is responsible for providing for visitor needs through its regional parks. The Parks and Open Space program for residents does not set out actual amounts of park space to be provided.

PRESENT CITY POSITION

- 50 acres (20.2 ha) of "dedicated parks" for a population of 15 - 16,000, or 3.12 acres (1.26 ha) per 1,000. In addition, there should be the normal open space required as part of residential developments and plazas in commercial areas.

- "Dedicated parks" includes two large neighbourhood parks totalling 20 acres (8 ha), designed to permit local residential and visitor use without conflict, sub-neighbourhood parks totalling 19 acres (7.6 ha), waterfront walkway and plazas of 8 acres (3.2 ha), and the Chinatown/False Creek connection of 3 acres (1.2 ha).

RECOMMENDED CITY POSITION

- B.C. Place's 50 acres of dedicated park space cannot provide an acceptable level of park space and be combined with housing 20,000 people at acceptable densities. The City therefore recommends that 45 acres of parks be dedicated for a population of 14,500. This level of service is consistent with our earlier position of 50 acres for 16,000 people (based on 3.1 acres per 1000).

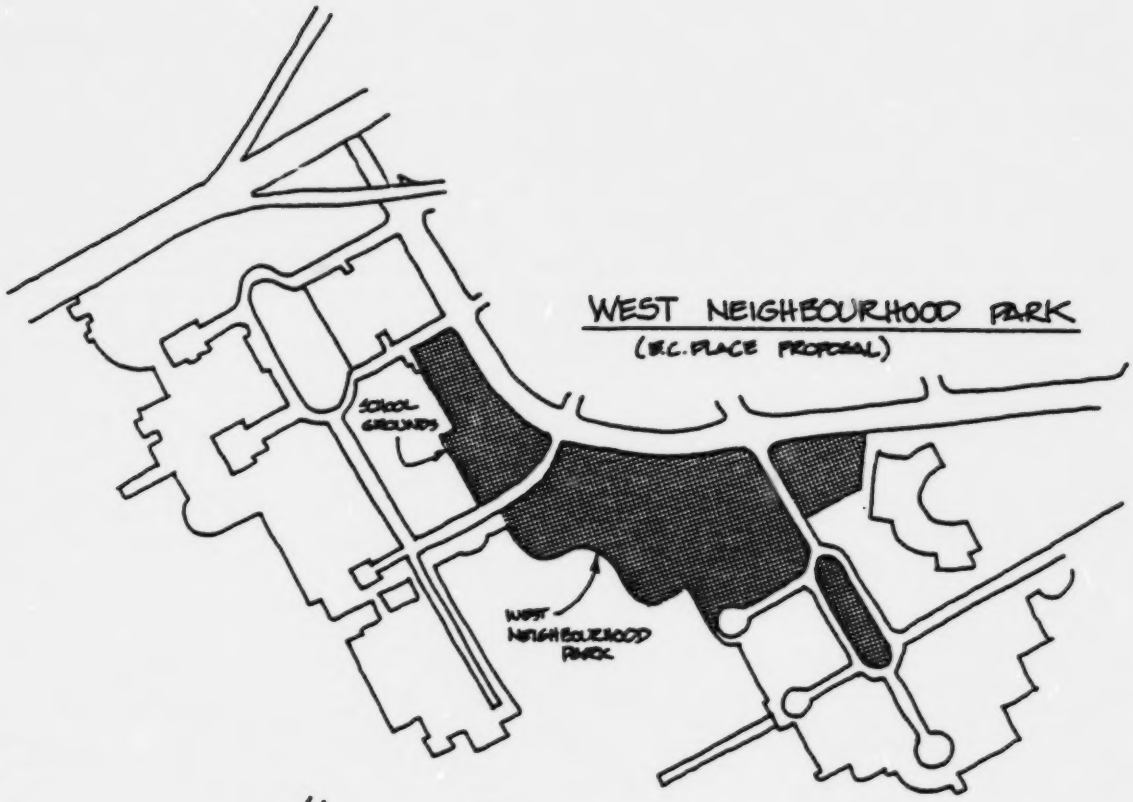
- When B.C. Place's 50 acres were reviewed and re-measured by City staff, only 42.4 acres were considered to qualify as acceptable residential park space. To adequately meet the residential needs, a small increase in park space (about 2 acres) is sought, and a re-allocation of some park space is required, which is detailed as follows.

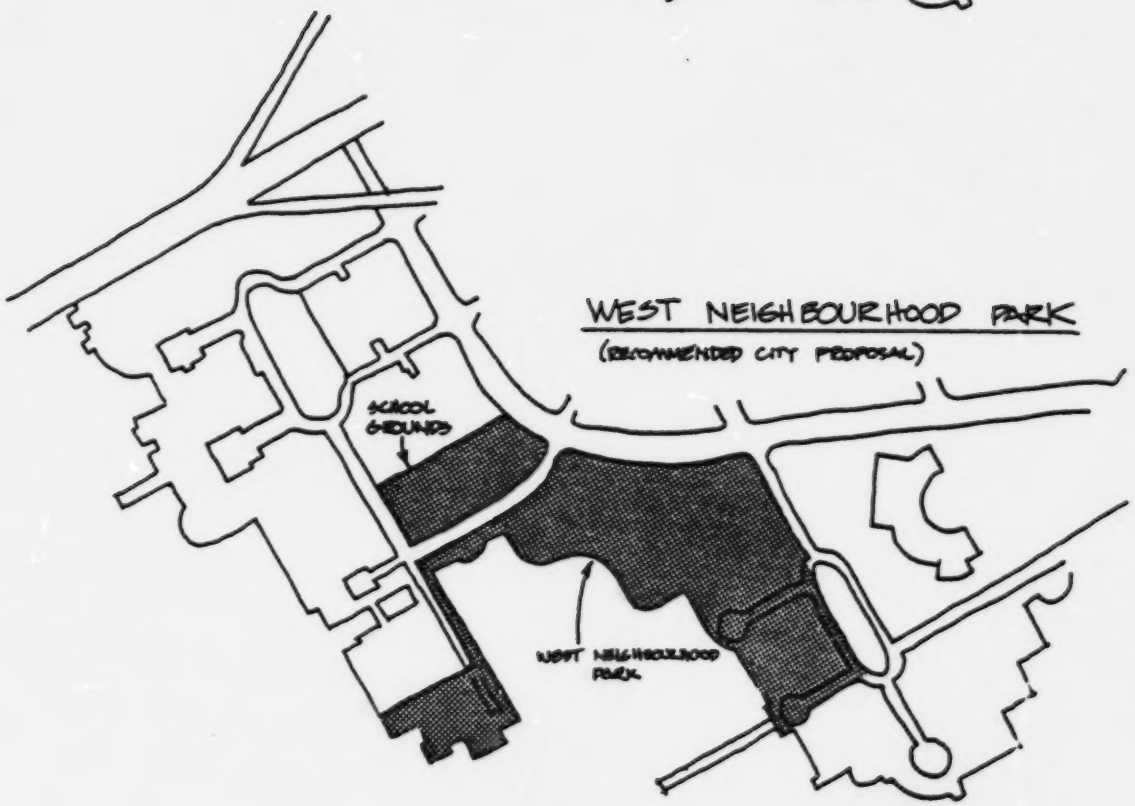
- The Western Neighbourhood Park is fragmented into 4 pieces, 2 of which will have very limited use. The "island" and its high-rise buildings will severely reduce the sense of openness that the Park and False Creek could provide. This park should be improved by:

  (i) a "relocation " of the portions west of Davie St. (the traffic island and lands near the community centre) towards the waterfront so they are consolidated with the major park space/beach area.

  (ii) the addition of a 50 ft. (15 m) wide linear park extension around the bay towards the "island".

  (iii) the establishment of a 1.5 acre (.6 ha) waterfront park at the southern tip of the "island"


WEST NEIGHBOURHOOD PARK
(E.C. PLACE PROPOSAL)
SCHOOL GROUNDS
WEST NEIGHBOURHOOD PARK


WEST NEIGHBOURHOOD PARK
(RECOMMENDED CITY PROPOSAL)
SCHOOL GROUNDS
WEST NEIGHBOURHOOD PARK

- The "Children's Park" in the Western Residential area is too small to service the 700 children B.C. Place expects to live in that area and access is inhibited by too much through traffic. This park should be expanded slightly and through traffic should be diverted.

- Although B.C. Place provides opportunities for sitting, walking and relaxing, the sub-neighbourhood park spaces are too small to provide the popular informal active park uses or to contribute to the openness and relief required in a high density environment. To rectify this, all sub-neighbourhood park space (except Helmcken Park) should be at least 1 acre and re-shaped to realize these functions.

- The southern part of the East Park Neighbourhood is cut off from the main Eastern Neighbourhood Park by the viaducts. Park space in this area should be improved by the creation of a 1.0 acre (.4 ha) passive park associated with the waterfront walkway and connected to the main park.

- The open space linkages should only be accepted as park space if they are developed as mini-parks with vehicle access limited to emergency vehicles.

- The following chart indicates the overall distribution of parks, illustrating the different positions put forward previously, the statistics resulting from City staff measurements and review of the specific open space parcels, and the recommended City Position:

	City 1982	B.C. Place ODF	B.C. Place[a] (review by City Staff)	Recommended City Position
Seawall Walkway	8.0	11.5	11.5	8.4
Neighbourhood Park	20.0	19.5	18.2	20.4
School Yard	0	2.5	2.1	2.0
Sub-Neighbourhood Park	19.0	6.1	5.7	9.7
Open Space Linkages	3.0	8.5	4.9	3.3
Commercial Open Space	(b)	2.2	(b)	(b)
Total	50.0	50.3	42.4	43.8

(a) These figures are derived from B.C. Place's maps and statistics made available to the City as of July 28, 1983.

(b) Open space in commercial areas is considered to be part of normal commercial development, and is additional to the 50 acres of parkland in residential areas.

URBAN DESIGN

Our image of the city and our awareness of its buildings and streets are, to a large extent, determined by urban form. Let us focus on a few aspects of urban form which ought to concern us, as they relate to B.C. Place and its context.

At the boadest scale, there are the wonderful VIEWS of Downtown seen against the mountain backdrop from many places in the city. It is this single fact which gives Vancouver its uniqueness and sets it apart from other cities. As development of Vancouver's downtown continues, this general city aspect is reduced. Already, views of the Lions from downtown have virtually disappeared, the mountain backdrop to the downtown skyline is threatened from the bridges and bridge approaches and along the whole of the south side of False Creek, from the waterfront up to Broadway. We now have the choice. We can either retain and improve these views through sensitive design, or allow them to be lost through inattentiveness, apathy, or expediency. The subject should be studied and the challenges dealt with before approval is given to the overall framework proposed. Guidelines should be developed to control the location and height of the B.C. Place development.

Another aspect of our city is the degree of NEIGHBOURLINESS, or how the location and form of individual buildings affect the enjoyment of our neighbours. Because of the southern orientation of the B.C. Place site, high rises placed to the north of lower forms would maximize sunlight, daylight and the sense of openness, particularly towards the waterfront. The visual excitement that may be achieved through B.C. Place's proposed undulatings form could be enormously enriched by creating a place that is also inviting, comfortable and a pleasure to use. To do this, we should strive to reduce as much as possible any negative impacts associated with the location and shape of buildings, particularly high rises near the waterfront.

How we find our way to PUBLIC PLACES and whether we feel encouraged to use and enjoy them is closely related to public access. The public waterfront walkway, which Vancouverites have been developing for years is now and will become even more vital to the appearance and enjoyment of this city. While it may be acceptable for the walkway to occasionally leave the water's edge, for a restaurant development or a "special event" such as a sculpture or fountain or mini-stage, it is surely unacceptable, and more obviously, unnecessary to have private high rises separating the walkway from the water's edge. B.C. Place residents could still enjoy the distinct advantages of a waterfront location without restricting the clear public character of the walkway and the waterfront.

Last but not least, FALSE CREEK is a wonderful asset to this city. It should be cared for and its potential maximized for everyone. Highrises on the waterfront would seriously compromise the sense of openness offered by the creek.

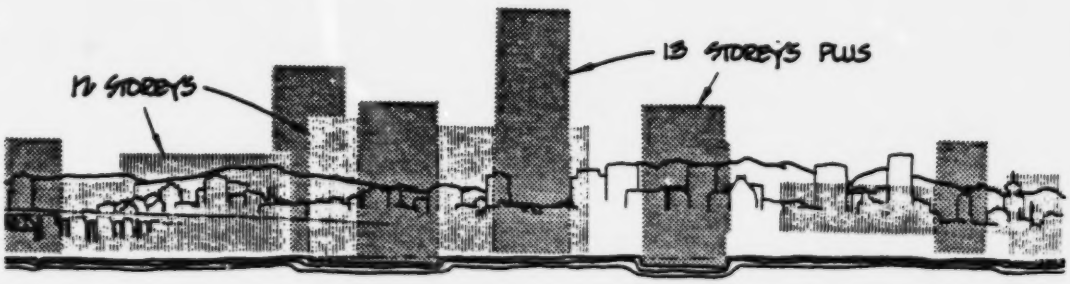
ISSUE: BUILDING HEIGHTS, MASSING AND LOCATION WILL BLOCK PANORAMIC VIEWS AND CAST SHADOWS

FACTS

- The site has gently sloping terrain with southern exposure and faces False Creek - a major water amenity in the south edge of downtown.
- The site is located strategically between important viewpoints in the south shore and upland, and views of the downtown skyline and mountain backdrops to the north.
- The bridges across False Creek offer additional opportunities for overall views of the city, helping orientation and providing relief from built-up areas.
- Vancouverites place high value on views, as confirmed by the Goals for Vancouver residents' survey, which indicates that "preserving views of the mountains and water was about the most important objective for residents of Vancouver."
- View analysis undertaken with the aid of computer mapping commissioned by the City and B.C. Place shows a substantial reduction of panoramic views from the south shore, as many of the proposed buildings distributed along the site rise above the existing downtown skyline and the mountain profile.
- Given the site orientation, high buildings placed near the waterfront will cast shadows on lower buildings, parks and other public areas located on the north part of the site.

B.C. PLACE POSITION

- B.C. Place proposes to create a series of peninsulas in conjunction with built-form "peaks and valleys". The "peaks" consist of high rise clusters of up to 30 storeys, separated by lower forms of up to 12 storeys.



VIEW FROM SOUTH SHORE SEAWALL
("FOOT OF OAK STREET")

- In residential areas, the tower clusters generally occur toward the ends of the peninsulas near the water's edge, and on the waterfront.

- B.C. Place proposes to frame Granville Bridge with gateway buildings rising above the bridge deck level.

- B.C. Place intends to provide view corridors to the downtown and mountains from the south shore and Fairview Slopes, as well as provision of intermittent lateral views to the waterfront from Pacific Boulevard.

PRESENT CITY POSITION

- In 1982, the City asked for maximization of two natural attributes of the site: (a) potential for sunlight on the south facing slopes, and (b) potential for views of the site in the context of downtown and mountains. To this end, the City favoured placing higher buildings generally away from the waterfront and stepping down towards the water. While this scheme allowed for some high rises strategically located elsewhere, the direction was to avoid a concentration of high towers near the waterfront, which would cast shadows on adjacent neighbourhoods to the north; block views of the rest of the site, downtown and mountains; reduce the apparent size of the water body, and possibly overshadow or dominate the public waterfront walkway.

- The City also stated the desire to enhance views from bridges in all directions, as a means of retaining the panoramic quality of existing views and to create visual linkages between new development, Downtown and other adjacent areas.

RECOMMENDED CITY POSITION

- As a general approach to the massing proposal, our position is to provide more generous view cones of and through the site in as many directions as possible, from public areas which include:

  the waterfront walk
  East False Creek
  Charleson Park
  Granville Island
  the water
  Granville Bridge
  Fairview Slopes

This objective could be achieved through a modified massing configuration based approximately on the proposed development parcels, the modifications should include:

(a) reduction in the number of highrises, particularly those on or close to the waterfront
(b) relocation of highrises, generally away from the waterfront and creation of more substantial openings between the clusters
(c) reduction of overall residential densities.

- At the ADP and site planning level, more analysis will need to be undertaken to determine how views of the city and mountains, of the water and of the rest of the site will be affected by extensive construction of 12 storey buildings intermingled with high rise clusters. Our position is to strive for a balance between newly created views and the retention of significant existing views.

ISSUE: APPARENT SIZE OF FALSE CREEK AND ITS POTENTIAL FOR PUBLIC USE WILL BE REDUCED

FACTS

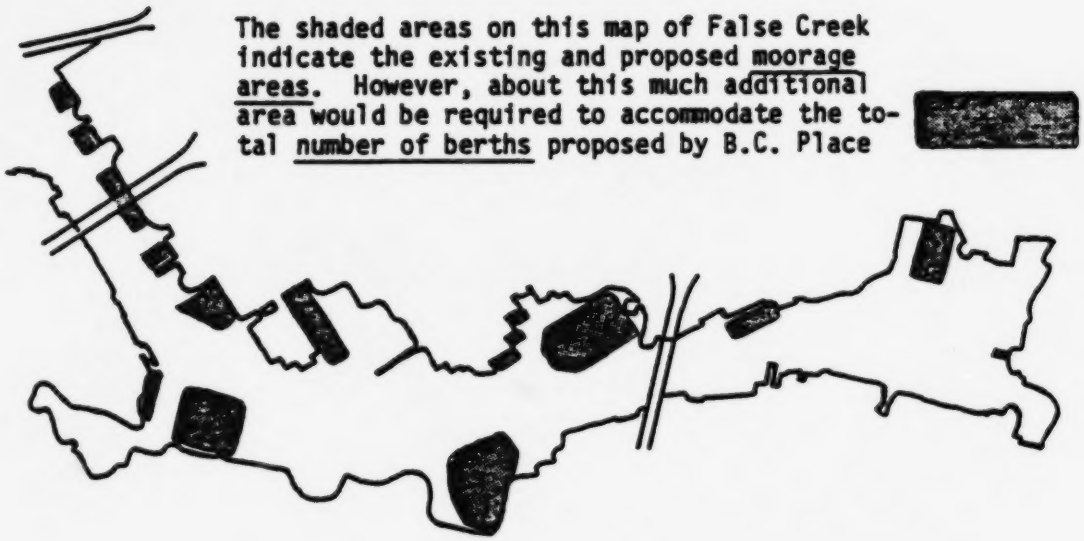
- The Goals for Vancouver program has clearly identified the importance of waterfront access to Vancouverites.
- City Council and the Park Board have for years sought a waterfront public open space that would link Burrard Inlet, English Bay, False Creek and the Fraser River.
- City Council and the Park Board have pursued, for fifty years, the removal of waterfront buildings between Beach Avenue and English Bay.
- False Creek constitutes an irreplaceable water and open space resource within the core area of the city. It consists of some 215 acres (90 ha) east of Burrard Bridge, one third of what it was in 1859 at high tide.
- False Creek is an elongated water body, varying in width from about 450 feet (140 m) by Granville Island to about 1200 ft (380 m) in the east basin.
- Boat moorage, as well as other structures placed on the water, virtually reduce the amount of water surface from a visual perspective. As an example, well over half of the 25-acre (10 ha) bay at the foot of Fir St., between Burrard Bridge and Granville Island, is already covered by moorage.
- False Creek Marina, on the north shore of False Creek accomodates 450 berths, over an area of 9.6 acres (4 ha).
- The typical usage pattern for marinas is heavy use during a few peak periods in the summer (weekends - daytime), rather than spread out use. Even on summer weekends, the average amount of boats out is in the order of 25%, with 50% at the most on best days.
- West of Burrard Bridge, public use of the waterfront is well defined. Generous public park area and a road separate the water from the buildings, ranging in width from about 250 feet (80 m) in the Sunset Beach area to about 80 feet (25 m) west of Denman Street.

B.C. PLACE POSITION

- In 1982, B.C. Place stated their intention to make upland and waterlot leases available for development of boat moorage, and proposed to promote active use of the water and waterfront and

encourage boating, including public docks, sailing schools, rowing and canoeing activities. The amount of moorage space was to be balanced against the need to enhance other recreational benefits and values of the water body.

- In their latest proposal, B.C. Place intends to reorient the existing 450 berths of False Creek Marina and provide up to 700 berths for additional moorage, to a total of 1150 berths on the north shore of False Creek. However, the proposed moorage area appears to accomodate only about 60% of this total.



The shaded areas on this map of False Creek indicate the existing and proposed moorage areas. However, about this much additional area would be required to accommodate the total number of berths proposed by B.C. Place

- B.C. Place also proposes at least 5 locations where high rise buildings would be on the water side of the public walkway. Some of the buildings on the land side of the walkway come within 33 feet (10 m) of the water's edge.

PRESENT CITY POSITION

- In 1982, the City's objectives were to maximize the apparent width and size of the water area, and to maintain the sense of False Creek as a large expanse of water.

- While marinas were considered an appropriate commercial activity for False Creek, the City stated that unlimited growth would overcrowd and reduce the water area. In addition, marinas constitute a passive and mostly private function, reducing the opportunity for active water uses or plain visual enjoyment of the water area.

- The City also stated its objective to increase the opportunities for public access to the water, including visual and direct physical access. False Creek was seen as serving an important relief function as an open body of water clearly accessible to the public.

- A continuous waterfront walkway (25 ft./7.6 m. wide, 25 ft./7.6 m. setback) should be provided, designed to permit separated pedestrian and bicycle paths with an open public feeling, augmented by small waterfront plazas that permit gathering of people for a variety of purposes such as viewing, fishing, small boat launching, and which are services by cafes and concession stands.

RECOMMENDED CITY POSITION

- Eliminate moorage adjacent to the "island" near the Western Park, and allow for the development of publicly-oriented water activities.

- Allow no more moorage areas other than those shown on map I.7.13.2 in the Overall Development Framework (minus the "island" moorage)

- Do not accept highrises on the water side of the waterfront walkway. Accept only 1 - 2 storey buildings, only occasionally and for some kind of publicly-oriented use such as restaurants, cafes or visitor boat moorage/boat rental/ferry landing shelters. These types of buildings are less likely to create ambiguous semi-private zones.

- Reduce the height of all buildings near the waterfront (with the exception of two high-rises on the western part of the "island", as part of a re-design to achieve a 1.5 acre park on the tip of the "island").

- Require a minimum 25 ft. width for the public waterfront walkway, with an additional 25 ft. setback put forward as a preference, especially in those areas where some development occurs on the water side of the walkway.

DEVELOPMENT APPROVAL PROCESS

After years of careful public consideration, the City has evolved approval processes which are generally accepted as fair, open, reasonably expeditious and successful in achieving a higher quality place in which to live. These processes involve the subdivision or consolidation of lands, the determination of land use distribution and intensity through zoning, and the general and specific form of development.

The basis for approval processes rests on two foundations, that:

1. A balance can be achieved between public objectives and private interests through flexibility, wherein buildings, open spaces, streets, and other components of the city can be arranged appropriately for the benefit of all; and

2. Everyone may have an interest in the development of the city and express their expectations and concerns, and be involved in the decision-making.

Most people would accept, however, that when a senior level of government has some very important and unique public facilities to provide (like a transit system or a highway), it ought to have the ability to vary local processes where necessary. What unique uses or facilities suggest that B.C. Place (BCP) should vary from the City's accepted processes?

Apart from the Stadium, which is already built under Provincial initiative, and the special Provincial Park south of the Stadium, the rest of the development will be typical office, shopping, hotel and housing development such as that found throughout the Downtown and West End. By requesting a special approval process, B.C. Place is asking for preferential treatment for the private developers who would lease land from B.C. Place. The inequity of this position for landowners and developers outside of B.C. Place is serious, as it could give B.C. Place an unfair edge which would be realized in the competitive marketing of lands and subsequent development.

This is not to say that the City's processes cannot be improved. Staff believe that in view of the scale of B.C. Place, arrangements can be made to assist B.C. Place within the framework of the present process.

ISSUE: B.C. PLACE ARGUES FOR SEPARATE APPROVAL PROCESS

FACTS

- A developer proceeds through a number of steps before a building is completed and occupied. This includes private processes (such as getting financing) and public processess (such as getting subdivision, zoning and development approvals).

- Where a developer wishes to initiate a development which is not in accordance with the community's existing zoning, a rezoning must be sought. The rezoning process is an open and public proceeding culminating in a public hearing followed by a decision of City Council.

- In Vancouver, the procedures relating to rezoning, subdivision and development permits are well established under various statutes and by-laws, such as the Land Title Act, the Vancouver Charter, the Zoning and Development By-Law, No. 3575 and the Subdivision By-Law, No. 5208.

- If the configuration of lots must be changed through subdivision or consolidation, approval must be sought from the Municipal Approving Officer. The Approving Officer considers the application in the context of the Subdivision By-law and other relevant by-laws and consults the City Engineer with regard to access and services. The Approving Officer cannot approve a subdivision which is at variance with the City's Zoning By-law.

- For large areas of Vancouver, the City has used comprehensive development district zoning, official development plans (ODPs) and area development (ADPs) to direct and regulate development, all approved through by-laws, adopted by Council at public hearings.

- ODPs provide a general policy and regulatory framework for development initiatives and are supplemented with the use of design guidelines (Downtown, West End, Shaughnessy).

- In areas such as False Creek and the Central Waterfront, Council has provided a more detailed framework by way of ADPs.

- In the case of Granville Island, which is under Federal ownership, Council endorsed a reference document but adopted no area development plan. An amendment to the False Creek ODP was necessary to alter the open space requirements agreed upon by the City and C.M.H.C. All development permit applications go through the conventional development permit processes.

- Decisions regarding major development permit applications are made by the Development Permit Board (DPB), which consists of the Director of Planning, the City Engineer and the Director of Social Planning.

Decisions are made in the context of zoning, ODPs and ADPs and Council-approved guidelines, as well as advice from staff on matters such as livability, context and other similar criteria which will affect a development's performance now or in the future. Advice is also received from the DPB Advisory Panel, made up of members of the development industry and the public. Input is also received from any interested individuals at the Board meetings.

Decisions of the DPB may be appealed to the Board of Variance. There have been 15 substantive appeals in the eight years of the DPB's operation, three of which were by applicants aggrieved by a refusal, and the remaining 12 were by private citizens aggrieved by approvals. Two of the appeals against refusals of the DPB were allowed, all others rejected.

B.C. PLACE POSITION

- In the June, 1982 "Issues" paper, BCP stated that a special development permit process must be established that recognizes the rights and responsibilities of both the Province and the City. BCP felt that a joint approval process would eliminate unnecessary delays in design approval once suitable guidelines and an overall development framework (ODF) have been agreed upon.

- No further formal statement has been received about the nature of the process.

- Public statements by and discussions with BCP staff indicate a desire on the part of BCP to see its ODF simply "endorsed" by Council (so it may retain "flexibility"), with more formal ADPs to follow.

- A further informal suggestion by B.C. Place staff has been to replace the current ADP with more standard "mini-zoning" districts which would eliminate the need for an overall zoning and ODP. A key feature of this approach would allow for outright approval uses.

- BCP is also seeking a new DPB which would have equal representation (at least) between City and BCP staff.

RECOMMENDED CITY POSITION

- Council has the choice of adopting development plans by resolution or by-law (ODPs). It has been City procedure to adopt development plans by by-law as ODPs. These ODPs have invariably been the subject of public hearings based on their regulatory (zoning) content.

Council could approve ("endorse") an ODF as a development plan by resolution, as long as a clear policy statement and agreement were reached with respect to a public process ("hearing") when changes are required.

Council has enacted ADPs as a means of providing further, more detailed plans for smaller areas than specified by an ODP.

The Planning Department is now considering simplification of its comprehensive development district zoning through restructuring to more standard-type zoning schedules. There would appear to be some basis for further discussion with BCP on this matter; however, one point of strong disagreement would be the allowance of outright approval uses. The City's view is that the process is the means of achieving its objectives of improving the quality of development in Vancouver. To allow development to proceed without some negotiated process with public involvement, at the densities being requested, would jeopardize that quality environment. The present system of zoning, ODPs and ADPs, and their method of implementation should be adhered to. No zoning providing for outright approval uses is recommended.

- Alteration of the DPB with membership and voting rights for BCP is tantamount to allowing a private developer to help judge his particular development permit application. Preferential treatment for BCP versus all other private/public developers does not appear equitable. No change to the Development Permit Board is recommended.

- BCP has a need for the expeditious processing of its development initiatives, whether they involve zoning, subdivision or development approvals, and a surge of such "applications" may soon be anticipated regardless of the process finally agreed upon. For this reason, the City may need to add one or two professional/technical "processing" staff, at least for a temporary period, to respond exclusively to BCP's initiatives, identify City objectives at an early stage, negotiate proposals with BCP and its prospective lessees, expedite applications and field public inquiries. To the extent that such staff would deal variously with policy matters (ODPs and ADPs), zoning, subdivision and development permit applications, and public inquiries, while reporting as necessary to Council and its Committees, the Development Permit Board and the Approving Officer, the organization, assignment and tenure of such staff needs further consideration. The declared needs of BCP for the expeditious handling of development initiatives and the City's need to retain its present review and approval processes will require special, possibly additional, staff resources assigned specifically to these tasks.

- Presently, senior staff from various City departments are involved in major DPA, review and provide the DPB with advice on each application. This Development Permit Staff Committee should be expanded to include a BCP staff member for BCP applications.

TIMETABLE

- Two factors must be considered:

  1. Some initial development proposals will need to proceed quickly (Yaletown House Intermediate Care Facility, Expo and related projects--particularly hotels).

  2. Detailed plans respecting neighbourhood development and agreement on the overall development framework may take longer than anticipated at this time.

- In order to accommodate the tight schedules for (1) and recognize the realities of (2), the following schedule is recommended:

  Late September/Early October

  Public hearing to create interim zoning to allow initial and approvable developments to proceed.

  As required and agreed between BCP and City

  Subsequent public hearings to create/amend area development plans or new zoning. This process must in all respects be expedited as much as possible.

DEVELOPMENT ECONOMICS

- Can major changes be made to the proposed B.C. Place development program without placing the overall economics of the project in jeopardy?

BACKGROUND/FACTS

- B.C. Place have stated their financial objectives, in general terms, as the maximization of profit and the production of large, positive cash flows which can be used to further Provincial Government goals elsewhere in the province. They have never said what level of profit or return on capital they seek.

- There are three major issues which are in contention and can be expected to influence development profit - i.e.

  (a) Square footage of residential
  (b) Square footage of commercial
  (c) Proportion of non-market units.

An analysis of the project economics has been done incorporating all of the front end costs identified by B.C. Place which include the stadium, the Provincial Park, seawall, site services, land, etc. The analysis then assumed two alternate revenue streams. The first revenue projection was based on the B.C. Place proposal for 10 million square feet of residential, 7.5 million square feet of commercial and 15% of the residential development for non-market units.

The second revenue projection utilized the City's proposal of May 1982, 6 million square feet of residential, 4.6 million square feet of commercial (including hotel), 3,100 units of non-market housing, 1,600 of which are for families.

The results of these two analyses are that the City scheme makes a small amount of money, and the B.C. Place scenario makes a lot of money (about nine times the City scheme).

CONCLUSION

The reason for this work was to see if B.C. Place does have economic room to bargain in. It is our best judgement that they do. This is based on the following:

(a) The analysis included all the known front end costs. The inclusion of stadiums and major provincial parks, as the front end costs of a development project is unusual to say the least.

(b) The analysis includes no contribution from Expo and common sense tells us there will be some contribution.

(c) We have tried to be conservative (low) but realistic about land values and this means we have underestimated return.

(d) Given all of the above the City scheme still produces a positive (but small and probably unacceptable) net present value.

It will not be too productive to get embroiled in arguments over the development economics with B.C. Place. The point is to not get sidetracked from seeking reasonable solutions to broader issues for fear that the economics somehow won't work with some compromise in density and community mix.

DEVELOPMENT STATISTICS

August 8, 1983

AREA	GROSS LAND AREA	ROADS (acres)	NOT SUITABLE FOR DEV'T	PROV. FACILITIES	PARKS DEDICATED (acres)	NET DEVELOPABLE ACRES	HOUSING (1)(2) ACRES	U.P.A.	NUMBER OF UNITS Fam.	Non-Fam.	total	Sq. Ft.	F.S.R.	COMMERCIAL (2) Acres	F.S.R.	Sq. Ft.
1. Granville Slopes	9.02	1.54	.54	-	2.07	4.87	4.12	160	-	659	659	510,725	2.85	4.87	1.5	318,206
2. Western Res.	28.60	5.47	.93	-	9.24	12.96	11.19	110	739	492	1415	1,083,350	2.28	.61	1.0	26,572
							1.15	160	-	184		142,600		1.61	1.0	70,132
3. Roundhouse Res.	42.62	7.82	1.33	-	17.16	16.31	7.35	110	485	323	2045	711,075	2.54	1.91	1.5	124,799
							7.73	160	-	1237		938,675				
4. Yaletown Res.	14.62	5.58	-	-	0.69	8.35	8.35	160	-	1336	1336	1,035,400	2.85	-	-	(3) 52,065
5. Cambie Bridgehead	13.79	5.33	-	-	-	8.46	1.38	160	-	221	221	171,275	2.85	7.08	5.0	1,542,024
6. Stadium District	25.50	2.37	-	16.34 (Stadium)	-	6.79	-	-	-	-	-	-	-	6.79	5.0	1,478,862
7. B. C. Place Park	24.31	1.94	-	20.62 (Prov.Park)	1.75	-	-	-	-	-	-	-	-	-	-	-
8. E. Park Res.	33.28	5.97	3.04	-	11.71	12.56	10.40	160	-	1664	1664	1,289,600	2.85	2.16	3.5	329,314
9. Com'l Ctr. (Viaducts)	14.68	3.07	-	-	-	11.61	-	-	-	-	-	-	-	10.07	5.0	2,193,246
														1.55	1.5	101,277
10. Dunsmuir District	17.22	3.66	1.89	-	2.51	9.16	7.57	160	-	1211	1211	938,525	2.85	1.59	5.0	346,302
														1.25	1.5	81,675
TOTALS	223.64	42.75	7.73	36.96	45.13	91.07	59.24	144	1224	7327	8551	6,821,225	2.64 av	39.49	3.87 av	6,664,474

Notes: (1): Assumption re unit sizes
Family Units: 950 sq. ft.
Non-Family Units: 775 sq. ft.

(2) Some areas will accommodate both housing and commercial uses, consequently acreage totals for housing and commercial will not equal net developable acres.

(3) B.C. Place figure accepted.